

Minneapolis Community Development Agency

## Request for City Council Action

Date: June 24, 2003

To: Council Member Lisa Goodman, Community Development Committee  
 Council Member Barbara Johnson, Ways and Means/Budget Committee  
 Refer to: MCDA Board of Commissioners

Prepared by Tom Daniel, Phone 612-673-5079

Approved by Lee Sheehy, MCDA Executive Director  
 Chuck Lutz, MCDA Deputy Executive Director \_\_\_\_\_

**Subject: Adoption of 46<sup>th</sup> Street LRT Station Area Redevelopment Plan**

**Previous Directives:** The 46<sup>th</sup> & Hiawatha Station Area Master Plan was adopted by the City Planning Commission and City Council in December 2001.

**Ward:** 12

**Neighborhood Group Notification:** Longfellow Community Council, Standish Ericsson Neighborhood Association, Nokomis East Neighborhood Association, and the 46<sup>th</sup> Street LRT Project Review Committee have received copies of the Redevelopment Plan.

**Consistency with *Building a City That Works*:** Several goals apply to the Redevelopment Plan including Goal 2: Ensure that an array of housing choices exist to meet the needs of our current residents and attract new residents to the city; and Goal 3: Support strong and diverse neighborhoods where people choose to live.

**Comprehensive Plan Compliance:** Complies (see Exhibit 1).

**Zoning Code Compliance:** Complies (see Exhibit 1).

**Impact on MCDA Budget:** (Check those that apply)

- ☒ No financial impact  
☐ Action requires an appropriation increase to the MCDA Budget  
☐ Action provides increased revenue for appropriation increase  
☐ Action requires use of contingency or reserves  
☐ Other financial impact (Explain):

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**Living Wage / Business Subsidy:** Not applicable.

**Job Linkage:** Not applicable.

**Affirmative Action Compliance:** Not applicable.

**RECOMMENDATION:**

**City Council Recommendation:** The Executive Director recommends that the City Council approve the City Council Resolution adopting the 46<sup>th</sup> Street LRT Station Area Redevelopment Plan and forward this report to the MCDA Board of Commissioners.

**MCDA Recommendation:** The Executive Director recommends that the Board approve the MCDA Resolution adopting the 46<sup>th</sup> Street LRT Station Area Redevelopment Plan.

**Background/Supporting Information**

In December 1998, the Minneapolis City Council approved a resolution stating its goals for the Hiawatha corridor. Among these goals was a commitment to prepare plans for LRT station areas that incorporated neighborhood planning with transit-oriented development (TOD) planning principles to maximize the benefits provided by new transit investment in the Hiawatha corridor.

In December 2001, the City Planning Commission and City Council adopted the 46<sup>th</sup> & Hiawatha Station Area Master Plan (the “Master Plan”). The Master Plan was developed through a community-engaged planning process. After reviewing several different scenarios, a Consensus Plan emerged as the preferred alternative. The Master Plan serves as a general vision and guide for new mixed-use and transit-oriented redevelopment in the station area.

In December 2002, the City Planning Commission and City Council amended the *Minneapolis Plan* to include a new land use feature called Transit Station Area (TSA). The 46<sup>th</sup> Street station area carries the TSA designation. The designation emphasizes that station areas represent unique opportunities and challenges that require special policy consideration. As such, TSAs call for tools that maximize potential community development benefits of transit while also strengthening and protecting the surrounding neighborhoods. The TSA addresses density/land use mix, urban design principles, pedestrian/bicycle/bus connections, and parking.

The 46<sup>th</sup> Street Light Rail Transit (LRT) Station Area Redevelopment Plan (the “Redevelopment Plan”) has been prepared to authorize public redevelopment activities, including public infrastructure improvements, in the vicinity of the 46<sup>th</sup> Street LRT station, and to assist with the implementation of the redevelopment concepts envisioned in the Master Plan. The Redevelopment Plan establishes a new redevelopment project area, establishes objectives for the redevelopment of the project area, and identifies land uses for the redevelopment within the project area. As planning for this project

progresses, a modification to the Redevelopment Plan will designate parcels for acquisition, and authorize the creation of a tax increment finance district (or districts) as one of the tools for carrying out portions of the redevelopment activities.

**Redevelopment Project Area:** Under the authority of the Housing and Redevelopment Authorities Act, approval of this Redevelopment Plan establishes a new Redevelopment Project as defined in Minnesota Statutes Section 469.002, Subdivision 14. The Project Area Report and Documentation of Blight is attached as Exhibit #6 to the Redevelopment Plan. The area proposed for inclusion in the Redevelopment Plan has been the focus of neighborhood, MCDA and City Planning efforts for several years. The proposed project area consists of approximately 38 parcels located on a number of blocks within the geographic area roughly bounded by East 42<sup>nd</sup> Street, Nawadaha Boulevard, 35<sup>th</sup> Avenue South, and Snelling Avenue South. The boundary conforms to the area illustrated in the Consensus Plan and is shown on Exhibit #1 to the Redevelopment Plan.

**Objectives of the Redevelopment Plan:** The primary project objective of the Redevelopment Plan is to identify and carry out commercial, office and residential redevelopment activities in the project area which will revitalize the neighborhood. The Redevelopment Plan references City Goals for the Hiawatha Corridor and includes strategies and guidelines discussed in the Master Plan. Among these strategies are the elimination of blight, development of a variety of housing choices, provision of new commercial development opportunities, provision of public improvements, and increasing the safety of pedestrians and bicyclists. It is recommended that new development follow TOD design principles.

**Types of Redevelopment Activities:** The objectives of the Redevelopment Plan may be accomplished through the following activities: acquisition of properties and relocation of occupants, demolition, clearance and redevelopment, utility relocation, rail abandonment, rehabilitation/renovation of existing structures, construction of buildings and other improvements, provision of affordable rental and homeownership units, project and public improvements suitable to the needs of the project, parking, administration, and other related activities. At this time, no parcels are being placed in acquisition status, and no tax increment financing is being sought.

Additional planning and analysis will be conducted to refine the town square concept, its related infrastructure, and other aspects of the Master Plan. As planning progresses, a modification to the Redevelopment Plan will designate parcels for acquisition, and authorize the creation of a tax increment finance district (or districts) as one of the tools for carrying out portions of the redevelopment activities.

**Land Use Plan:** The 46<sup>th</sup> Street station area carries the TSA designation. A City Planning Department report is attached as Exhibit 1 that indicates that the proposed Redevelopment Plan is consistent with City policies and plans. This report is scheduled to be reviewed by the Planning Commission's Committee of the Whole on June 12th, and by the full Planning Commission on June 16th.

**Exhibit 1: Minneapolis City Planning Department Report for 46<sup>th</sup> Street LRT  
Station Area Redevelopment Plan**

**Prepared by Mike Larson and dated June 12, 2003**

## **46<sup>th</sup> Street LRT Station Area Redevelopment Plan**

RESOLVED BY THE CITY COUNCIL OF THE CITY OF MINNEAPOLIS:

### **Section 1. Recitals**

1.01 Pursuant to Laws of Minnesota 1980, Chapter 595, as amended, and the Minneapolis Code of Ordinances, Chapter 422, as amended, (the "Agency Laws") the Minneapolis Community Development Agency (the "Agency") has the authority to propose and implement redevelopment projects and tax increment financing districts, among other things, all pursuant to Minnesota Statutes, Sections 469.001 through 469.047, 469.124 to 469.134, and 469.174 through 469.179, as amended; (collectively, the "Laws").

1.02 It has been proposed and the Agency has prepared the 46<sup>th</sup> Street LRT Station Area Redevelopment Plan (the "Redevelopment Plan") as defined in the Laws, to reflect the establishment of a redevelopment project, designation of boundaries thereof, activities to be undertaken within the area bounded by the project, including public infrastructure improvements, all pursuant to and in accordance with the Laws.

1.03 The Agency has caused to be prepared, and this Council has investigated the facts with respect to the proposed Redevelopment Plan identified herein, describing more precisely the designation of boundaries thereof, activities to be undertaken within the area bounded by the project (the "Project Area"), designation of a new land use feature called Transit Station Area (TSA), which addresses density/land use mix, urban design principles, pedestrian/bicycle/bus connections, and parking, all pursuant to and in accordance with the Laws.

1.04 The Agency and the City have performed all actions required by law to be performed prior to the adoption of the Redevelopment Plan, including, but not limited to, a review of the proposed Redevelopment Plan by the affected neighborhood groups and the Planning Commission, transmittal of the proposed Redevelopment Plan to the Hennepin County Board of Commissioners and the School Board of Special School District No 1, the Mayor of the City of Minneapolis, and other interested parties for their review and comment, and the holding of a public hearing after published and mailed notice as required by law.

1.05 The Council hereby determines that it is necessary and in the best interests of the City at this time to approve the Redevelopment Plan to reflect establishment and designation of project boundaries, objectives, and project activities in the Project Area.

## Section 2. Findings for the Adoption of the Redevelopment Plan

2.01 The Council hereby finds, determines and declares that the establishment of the Redevelopment Plan will provide the City with the ability to achieve certain public purposes, and satisfy certain goals not otherwise obtainable in the foreseeable future without City involvement in the normal development process, and further that the Redevelopment Plan will afford maximum opportunity, consistent with the sound needs of the City as a whole, for the development and redevelopment of the Project Area by private enterprise. Further, it is found that the area within the Project Area is potentially more useful and valuable than is being realized under existing uses, is less productive than is possible under the Redevelopment Plan, and is not contributing to the tax base to its full potential.

2.02 The Council further finds, determines and declares that the Redevelopment Plan conforms to the general plan for the development or redevelopment of the City as a whole. Written comments of the Planning Commission with respect to the Redevelopment Plan were issued, are incorporated herein by reference, and are on file in the office of the City Clerk.

2.03 The Council further finds, determines and declares that the land would not be made available for redevelopment without the financial aid to be sought and that proposed development and redevelopment could not reasonably be expected to occur solely through private investment within the reasonably foreseeable future. Further, much of the property within the Project Area contains residential and commercial spaces that are obsolete for their present or continued use, irregular urban street grid patterns, is functionally obsolete, includes railroad tracks, abandoned railroad land, and evidence of former petroleum tanks and/or subsurface contamination on several properties.

2.04 The Council further finds, determines and declares that the actions authorized by the Redevelopment Plan are all pursuant to and in accordance with the Laws.

2.05 The Council further finds, determines and declares that it is desirable and in the public interest to establish, develop and administer a Redevelopment Plan for the Project Area, and further that it is necessary and in the best interests of the City at this time to approve the Redevelopment Plan.

## Section 3. Approval of the Redevelopment Plan

3.01 Based upon the findings set forth in Section 2 hereof, the Redevelopment Plan presented to the Council on this date is hereby approved and shall be placed on file in the office of the City Clerk.

## Section 4. Implementation of the Redevelopment Plan

4.01 The officers and staff of the City and the Agency, and the City's and the Agency's consultants and counsel, are authorized and directed to proceed with the implementation of the Redevelopment Plan, and for this purpose to negotiate, draft, prepare and present to this Council for its consideration, as appropriate, all further plans, resolutions, documents and contracts necessary for this purpose.

MINNEAPOLIS COMMUNITY  
DEVELOPMENT AGENCY

**46<sup>th</sup> Street LRT Station Area  
Redevelopment Plan**

**May 23, 2003; revised May 30, 2003**

Prepared by Project Planning and Finance Department, MCDA  
105 5th Avenue South, Minneapolis, Minnesota 55401



# **46<sup>th</sup> Street LRT Station Area Redevelopment Plan**

May 23, 2003; revised May 30, 2003

## **Table of Contents**

### **Introduction**

### **Background**

### **Redevelopment Plan**

#### **I. Description of Project**

- A. Boundary of Redevelopment Project
- B. Project Boundary Map
- C. Objectives of the Redevelopment Plan
- D. Types of Redevelopment Activities

#### **II. Land Use Plan**

- A. Land Use Map
- B. Land Use Provisions and Requirements
  - 1. Land Use Implications
  - 2. Additional Regulations and Controls or Restrictions to be Imposed on the Sale of Acquired Land
  - 3. Period During Which Land Use Provisions and Requirements will be in Effect

#### **III. Project Proposals**

- A. Land Acquisition
- B. Rehabilitation
- C. Redevelopers' Obligations

#### **IV. Relocation**

#### **V. Official Action to Carry Out Redevelopment Plan**

#### **VI. Procedure for Changes in Approved Redevelopment Plan**

## EXHIBITS

1. Boundary Map
2. Land Use Map
3. Citizen Participation Report
4. Affirmative Action Policy
5. Environmental Review
6. Project Area Report and Documentation of Blight
7. Proposed Method of Financing
8. Relocation Plan

# 46<sup>th</sup> Street LRT Station Area Redevelopment Plan

May 23, 2003; revised May 30, 2003

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## Introduction

The 46<sup>th</sup> Street Light Rail Transit (LRT) Station Area Redevelopment Plan (the “Redevelopment Plan”) has been prepared by the Minneapolis Community Development Agency to authorize public redevelopment activities, including public infrastructure improvements, in the vicinity of the 46<sup>th</sup> Street LRT station, and to assist with the implementation of the redevelopment concepts envisioned in the *46<sup>th</sup> & Hiawatha Station Area Master Plan* (the “Master Plan”). The Master Plan serves as a general vision and guide for new mixed-use and transit-oriented redevelopment in the station area. The Redevelopment Plan establishes a new redevelopment project area, establishes objectives for the redevelopment of the project area, and identifies land uses for the redevelopment within the project area. As planning for this project progresses, a modification to the Redevelopment Plan will designate parcels for acquisition, and authorize the creation of a tax increment finance district (or districts) as one of the tools for carrying out portions of the redevelopment activities.

The area proposed for inclusion in the 46<sup>th</sup> Street LRT Station Area Redevelopment Plan has been the focus of neighborhood, MCDA and City Planning efforts for several years. The proposed project area consists of approximately 38 parcels located on a number of blocks within the geographic area roughly bounded by East 42<sup>nd</sup> Street, Nawadaha Boulevard, 35<sup>th</sup> Avenue South, and Snelling Avenue South.

## Background

In December 1998, the Minneapolis City Council approved a resolution stating its goals for the Hiawatha corridor. Among these goals was a commitment to prepare plans for LRT station areas that incorporated neighborhood planning with transit-oriented development (TOD) planning principles to maximize the benefits provided by new transit investment in the Hiawatha corridor. Language in the Minneapolis Plan (approved in March 2000) also stated the city’s commitment to station area planning in the Hiawatha corridor. In December 2002, the City Planning Commission and City Council amended the Minneapolis Plan to include a new land use feature called Transit Station Area (TSA). The 46<sup>th</sup> Street station area carries the TSA designation. The designation emphasizes that station areas represent unique opportunities and challenges that require special policy consideration. As such, TSAs call for tools that maximize potential community development benefits of transit while also strengthening and protecting the surrounding neighborhoods. The TSA addresses density/land use mix, urban design principles, pedestrian/bicycle/bus connections, and parking.

The formal planning process for the Master Plan began in September 2000 and continued to April 2001. There were many opportunities for formal neighborhood and technical input as well as general participation at five public workshops. A consulting team provided the key land use, urban design, and market research expertise, and conducted public workshops. After reviewing several different scenarios, a Consensus Plan emerged as the preferred alternative. The site of the proposed redevelopment project area corresponds to the area illustrated in the Consensus Plan.

## **REDEVELOPMENT PLAN**

### **I. Project Description**

The Master Plan<sup>1</sup> is part of a series of long-range studies completed for transit-oriented development around Hiawatha LRT station sites. The study focuses on land uses, urban design, public infrastructure, and amenities located within a ½ mile of the station. The purpose of the Master Plan is to guide changes that build upon neighborhood strengths and capitalize on opportunities that may include:

- Future mixes of new businesses, housing, and neighborhood amenities;
- Improvements to the pedestrian environment;
- Enhancement of parks and green space; and
- Improving the accessibility and fit of the station with the neighborhood.

The<sup>2</sup> 46<sup>th</sup> Street LRT station area has the potential to become a mixed-use transit-oriented neighborhood with the capacity to support retail, residential, and office development. Location, accessibility, visibility, and amenities will make it attractive to investors. Power line and rail uses through the area present barriers to development. While development can occur near these power lines, it would be preferable for these lines to be consolidated, moved or placed underground.

Demographic information also indicates a healthy investment environment. The population within a half-mile of the 46<sup>th</sup> Street Station has remained relatively stable. The Study Area's median age is high but this is typical of an established urban neighborhood. Households are doing relatively well economically as over 70% of the households in the Study Area have incomes between \$35,000 and \$100,000.

### *Retail Market Analysis*

A typical "neighborhood shopping center" provides convenience shopping opportunities for the local neighborhood. Compared to the average tenant mix of a neighborhood shopping center, the 46<sup>th</sup> Street station area does not offer a full complement of neighborhood-serving retail. The density of development surrounding the 46<sup>th</sup> Street station and the traffic and visibility of the location do, however, make neighborhood

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<sup>1</sup> Funded through a grant from the Federal Transit Administration, which was managed by Hennepin County Transit & Community Works in cooperation with the City of Minneapolis.

<sup>2</sup> 46<sup>th</sup> & Hiawatha Station Area Master Plan, dated December 11, 2001

serving retail a potential land use. Projections indicate that a total of approximately 100,000 to 150,000 square feet of retail/service space is supportable in the study area.

Development regulations and other public sector activities must support transit-oriented development and need to ensure that retailers meet design standards consistent with the Master Plan. This is especially important since the existing market and context are favorable to automobile-oriented uses such as fast food restaurants. Such uses are not appropriate.

The Master Plan suggests the study area will not support this increased level of development if retail is developed incrementally, store by store. A full complement of retail should come on line at once to establish the 46<sup>th</sup> Street station area as a destination. Such a project will require significant land assembly. Long-term retail absorption assumes that the existing suburban style retail in the study area is redeveloped.

Parking for retail uses must be handled carefully with appropriate regulation. LRT riders will benefit from, but not create, the retail market. Rather, the market is dependent on close proximate household spending and automobile traffic. As a result, investors may initially propose parking that closely approximates suburban standards. Regulation will be needed to ensure that parking is provided at the appropriate amount and locations with the appropriate design.

#### *Office Market Analysis*

The station area's access, visibility, and existing land use make it a prime location for Class B office space. Like retail, office will demand corner sites and sites along Hiawatha Avenue. Projections indicate that the first phase of office development would occur after LRT is operational.

#### *Residential Market Analysis*

In a December 1999 study, consultants studied the potential for housing development along the Hiawatha corridor. Approximately two-thirds of the new housing market for the 38<sup>th</sup> Street, 46<sup>th</sup> Street and VA Medical Center station areas includes professional singles and couples moving from the suburbs. A mix of senior households also represents a significant market share (29%). A limited number of families will make up the remaining market share. The optimum mix of housing types to support this transit-oriented housing market includes: rental apartments, for-sale apartments, for-sale attached housing, and for-sale small lot, single family detached housing. Over the long term, it was determined the potential market was 1,000 total units including both rental and homeownership units. The Master Plan envisions approximately 540 new residential units.

In addition to the Master Plan, the 46<sup>th</sup> and Hiawatha station area has received a \$50,000 grant from the Metropolitan Council with a local match of \$25,000 each from the MCDA and the Minneapolis Planning Department. The purpose of this grant is to develop a detailed five-year implementation plan for the 46<sup>th</sup> and Hiawatha Station Area

Master Plan. Through strong citizen participation, policymaker consultation and public agency participation, the goal is to fill in the details of the Master Plan and determine how the existing commercial and industrial land will best be redeveloped. Among the topics the grant will be used for is additional study of:

- The role and design of a town square;
- Options for access to the development area, circulation within it and parking; and
- A sequence for redevelopment activities.

The additional research and analysis will inform redevelopment planning and implementation activities.

A Project Review Committee (PRC) has been established to facilitate communication and redevelopment work in the station area. The PRC is comprised of representatives from Longfellow Community Council, Nokomis East Neighborhood Association, Standish Ericsson Neighborhood Association, and local business and community leaders. The MCDA and Minneapolis Planning Department provide staff to the PRC.

A. Boundary of Redevelopment Project

Under the authority of the Housing and Redevelopment Authorities Act, approval of this Redevelopment Plan establishes a new Redevelopment Project as defined in Minnesota Statutes Section 469.002, Subdivision 14. The Project Area Report and Documentation of Blight is attached as Exhibit #6 to this Plan.

The redevelopment project area consists of approximately 38 parcels located on a number of blocks within the geographic area roughly bounded by East 42<sup>nd</sup> Street, Nawadaha Boulevard, 35<sup>th</sup> Avenue South, and Snelling Avenue South as shown on Exhibit #1, the Boundary Map.

B. Project Boundary Map

The Project Boundary Map is included in this Redevelopment Plan as Exhibit #1.

C. Objectives of the Redevelopment Plan

The City of Minneapolis, together with the Minneapolis Community Development Agency, seeks to achieve the following objectives through the 46<sup>th</sup> Street LRT Station Area Redevelopment Plan.

**City Goals for the Hiawatha Light Rail Corridor**

The City of Minneapolis has adopted the following goals for the Hiawatha LRT corridor.

- (1) Preserve the livability of all adjacent neighborhoods through careful planning for land use and station area development that includes active participation of neighborhood residents and businesses;

- (2) Strengthen neighborhoods by reinvestment in housing, multi-use facilities and renovation projects;
- (3) Attract new employment opportunities throughout the corridor and provide excellent transportation connections for citizens to existing and new businesses;
- (4) Improve alternative transportation options within the City with changes to the existing bus service and the addition of light rail transit service; and
- (5) Promote the continued growth, accessibility and economic vitality of Downtown Minneapolis through light rail transit service in the Hiawatha corridor.

In order to achieve these goals in the 46<sup>th</sup> Street station area, the primary project objective of this Redevelopment Plan is to identify and carry out commercial, office and residential redevelopment activities in the project area which will revitalize the neighborhood. Toward this end, the following strategies and guidelines have been identified:

- (1) Facilitate the development and redevelopment of underutilized and/or blighted property in the project area.
- (2) Eliminate blight, incompatible uses, and blighting influences:
  - Acquire and remove buildings that are economically or functionally obsolete and/or buildings that are underutilized;
  - Remove structurally substandard buildings which are incapable of being rehabilitated;
  - Remove boarded and condemned property; and
  - Eliminate blighting influences which impede potential development.
- (3) Develop a variety of housing choices in terms of affordability, ownership structure, unit design, market, and family size.
- (4) Provide new commercial opportunities and spaces for commercial development.
  - Revitalize/restore/renovate property in the area to create a safe, attractive and functional area;

- Improve the aesthetic and economic vitality of the business district;
  - Contribute to the cultural and economic vitality of the neighborhood; and
  - Promote reinvestment, modernization and rehabilitation as needed.
- (5) Improve safety for pedestrians, bicyclists, and automobile drivers.
  - (6) Provide public improvements, including pedestrian and bicycle amenities, and infrastructure as needed.
  - (7) Provide sufficient parking to meet the needs of the community.
  - (8) Improve the tax base and tax revenue generating capacity of the City.
  - (9) Facilitate the development of visual, physical, and psychological connections to the transit station for pedestrians, bicyclists, bus patrons, LRT patrons, and automobile users.
  - (10) Encourage development of appropriate open space.
  - (11) Create beauty.

In addition, the Master Plan encourages redevelopment to follow TOD design principles. Design guidelines for pedestrian amenities were recommended for all new development in the station area and include:

- Sense of enclosure along street;
- Appropriate sidewalk width;
- Pedestrian-scale lighting;
- Attractive signage and window displays;
- On-street parking;
- Attractive sight lines; and
- Appropriate street furniture.

#### D. Types of Redevelopment Activities

The objectives of the redevelopment plan will be accomplished through the following activities: acquisition of properties and relocation of occupants, demolition, clearance and redevelopment, utility relocation, rail abandonment, rehabilitation/renovation of existing structures, construction of buildings and other improvements, provision of affordable rental and homeownership units, project



and public improvements suitable to the needs of the project, parking, administration, and other related activities.

## II. Land Use Plan

In December 2002, the City Planning Commission and City Council amended the Minneapolis Plan to include a new land use feature called Transit Station Area (TSA). The 46<sup>th</sup> Street station area carries the TSA designation. The designation emphasizes that station areas represent unique opportunities and challenges that require special policy consideration. As such, TSAs call for tools that maximize potential community development benefits of transit while also strengthening and protecting the surrounding neighborhoods. The TSA addresses density/land use mix, urban design principles, pedestrian/bicycle/bus connections, and parking.

The Planning Department is developing proposed text amendments and zoning map changes for a new station area overlay<sup>3</sup> district. This district will be based upon general Minneapolis Plan policies for station area transit-oriented development, in addition to the specific planning objectives that have emerged from citywide station area planning. The primary goals of this effort will be to prevent the expansion or introduction of inappropriate uses and to ensure appropriate regulation of new development in station areas.

Specific development approvals, whether privately or publicly supported, will likely require review by the Planning Commission, and may include subdivision, rezoning, site plan review, and conditional use permits.

### A. Land Use Map

The Land Use Map is included in this Redevelopment Plan as Exhibit #2. The Land Use Map is the Master Plan's Consensus Plan and is illustrative of future potential uses within the Transit Station Area (TSA) land use designation.

### B. Land Use Provisions and Requirements

#### Recommended Zoning Controls

The Minneapolis Zoning Code will regulate development. To support transit-oriented development principles, the Master Plan suggests the following:

- (a) allow different uses to exist within the same building, taking advantage of shared parking;

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<sup>3</sup> An overlay zone creates a special district in which certain regulations apply and can override the underlying zoning if necessary. Overlay zones are created to impact regulations such as use, setbacks, parking, density, and height that will apply only to the redevelopment area.

- (b) require that new buildings, except single-family, be built no more than ten feet from the back of the public sidewalk;
- (c) establish minimum building heights of two to three stories, as well as complementary FAR levels, that vary based on building form context;
- (d) establish maximum buildings heights at about four stories, allowing senior housing to be five or six stories (perhaps with setback upper levels);
- (e) prohibit drive-through buildings types except in Sub Area V;
- (f) allow homeowners to construct coach house units or “granny flats” above their garages; and
- (g) establish some level of density bonus in exchange for public benefit (e.g. public plazas, green building standards, participating in car sharing programs, concealing power lines, etc.).

#### 1. Land Use Implications

Most of the potential opportunities for land use change lie to the east of Hiawatha Avenue. This area generally excludes single-family areas and is dominated by low-rise commercial and industrial uses. The exception to this is the inclusion of three single-family homes at the northeast corner of 46<sup>th</sup> Street and Snelling Avenue that is envisioned as future mixed-use development. This fills a gap of planned continuous street frontage of mixed-use development on the north side of 46<sup>th</sup> Street between Minnehaha and the LRT station.

#### 2. Additional Regulations and Controls or Restrictions to be Imposed on the Sale of Acquired Land

All new development on land acquired by the Agency shall conform to the applicable state and local codes and ordinances and the requirements of this Redevelopment Plan, including the provisions of the Minneapolis Zoning Ordinance. In cases where codes or ordinances are more restrictive than this Redevelopment Plan, the more restrictive will apply.

#### 3. Period During Which Land Use Provisions and Requirements will be in Effect

The requirements and provisions of Section II. B. of this Redevelopment Plan shall apply to all of the properties acquired in the Project Area except where strict compliance thereto would in

the judgment of the Agency either not be in the best interest of the project or the City, or would not contribute to the achievement of the objectives of this Redevelopment Plan. These requirements shall remain in effect for twenty years from the date of conveyance of the disposition parcels.

### III. Project Proposals

At the time of this writing, there are not any Agency-initiated development proposals, however, there is private sector activity.

#### A. Land Acquisition

At this time, no parcels are designated as property that may be acquired. Once property has been identified as property that may be acquired, a modification to this Redevelopment Plan will be prepared.

#### B. Rehabilitation

This Plan does not include rehabilitation of property at this time. In the event property is acquired under this Redevelopment Plan, such property may be rehabilitated or sold for rehabilitation when such rehabilitation would serve to achieve the objectives of this Redevelopment Plan.

#### C. Redevelopers' Obligations

The general requirements to be imposed upon the redevelopers, their successors or assigns, will be established in the development agreements.

### IV. Relocation

The Agency in and for the City of Minneapolis accepts as binding its obligations under state and local law for relocation and will administer relocation services for families, individuals, and businesses to be displaced by public action. The State Law requires that: "Prior to approval by the Agency of any redevelopment plan, it shall be satisfied that there is a feasible method for the temporary relocation of families to be displaced from the project area and that there are available or will be provided, in the project area or in other areas not less desirable in regard to public utilities and public commercial facilities and at rents or prices within the financial means of the families displaced from the project area, decent, safe, and sanitary dwellings equal in number of such displaced families."

Although no property has been identified at this time for acquisition, a copy of the Minneapolis Community Development Agency Relocation Plan has been attached as Exhibit #8 to this Plan.

V. Official Action to Carry Out the Redevelopment Plan

Minnesota law requires that the Minneapolis City Planning Commission review this Redevelopment Plan and that its written opinion, if any, accompany the Redevelopment Plan when it is officially submitted to the City Council for approval (Minnesota Statutes, Section 469.027). In approving the Redevelopment Plan, the City Council is responsible for carrying out those elements of the Redevelopment Plan requiring official action by the City government.

VI. Procedure for Changes in Approved Redevelopment Plan

This Redevelopment Plan may be modified as provided in Minnesota Statutes, Section 469.029, Subdivision 6, as follows:

"A redevelopment plan may be modified at any time. The modification must be adopted by the authority and the governing body of the political subdivision in which the project is located, upon the notice and after the public hearing required for the original adoption of the redevelopment plan. If the authority determines the necessity of changes in an approved redevelopment plan or approved modification thereof, which changes do not alter or affect the exterior boundaries, and do not substantially alter or affect the general land uses established in the plan, the changes shall not constitute a modification of the redevelopment plan nor require approval by the governing body of the political subdivision in which the project is located."

Exhibit # 1 and Exhibit #2 (Boundary and Land Use Maps) are available by calling the MCDA.

Citizen Participation Report  
**46<sup>th</sup> Street LRT Station Area Redevelopment Plan**  
**May 23, 2003**

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A Project Review Committee (PRC) has been established to facilitate communication and redevelopment work in the station area. The PRC is comprised of representatives from Longfellow Community Council, Nokomis East Neighborhood Association, Standish Ericsson Neighborhood Association, and local businesses and community leaders. The MCDA and Minneapolis Planning Department provide staff to the PRC.

Additional input will be added as a result of meetings with elected officials and the technical advisory committee. The Minneapolis Community Development Agency will continue to work with these groups throughout the implementation of the Redevelopment Plan.

**MINNEAPOLIS COMMUNITY DEVELOPMENT AGENCY  
AFFIRMATIVE ACTION POLICY**

**46<sup>th</sup> Street LRT Station Area Redevelopment Plan**

**May 23, 2003**

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It is the policy of the Minneapolis Community Development Agency to provide equal employment opportunities without regard to race, color, national origin, relation, sex, age, disability, affectional preference, or status with regard to public assistance to all applicants for employment and all employees. This pledge applies to all areas of employment including recruitment, employment, job assignment, training, promotion, transfers, rate of pay, and all other forms of compensation and benefits.

The employment policies and practices of the Minneapolis Community Development Agency will ensure that all employees and applicants for employment are treated equally and that no distinction is made in its employment practices, except on the basis of merit, because of race, color, national origin, religion, sex, age, disability, affectional preference, or status with regard to public assistance.

Developers and construction contractors who participate in redevelopment activities will be required to practice affirmative action and fulfill the Minneapolis Community Development Agency Affirmative Action checklist goals, and to develop and implement women and minority interest in business enterprise plans.

**ENVIRONMENTAL REVIEW**

**46<sup>th</sup> Street LRT Station Area Redevelopment Plan**

May 23, 2003

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The Minneapolis Community Development Agency will comply with all applicable local, state and federal regulations and procedures regarding the assessment of potential environmental impacts resulting from project activities.

A Phase I Environmental Assessment (EA) was performed by R.J.Rykken Consulting, Inc. in April, 2003, on portions of the proposed project area, specifically, from 4601 to 4757 Hiawatha Avenue, 3839 to 3941 46<sup>th</sup> Street East, and 4604 to 4740 Minnehaha Avenue. The EA was conducted to assess current and historical property conditions, and the potential for environmental impacts to proposed redevelopment. The purpose of the EA was to attempt to identify any recognized environmental conditions (REC<sup>4</sup>).

Evidence of former petroleum tanks and/or subsurface contamination was identified at several of the properties. A subsurface investigation would be necessary to assess the potential for and/or the extent of contamination beneath the area studied. Prior to renovation, remodeling or demolition of the site's buildings, the asbestos content of suspect ACM should be confirmed or denied by laboratory analysis, in accordance with regulatory requirements. Prior to renovation, remodeling or demolition of the site's buildings, the lead content of painted surfaces should also be assessed, in accordance with regulatory requirements.

The site has been comprised of a mixture of commercial, industrial and residential properties including filling stations, a lumberyard and railroad tracks. Two documented petroleum leaksites are located on portions of the property.

Several petroleum underground storage tanks and associated dispensers were previously located on the property within the proposed project area. A previous investigation identified soil and ground water contamination near the northern end of Parkway Plaza. Land formerly occupied by filling stations revealed several petroleum USTs, dispensers and an outside incinerator previously located on the property. With the exception of the gasoline underground storage tanks and the dry cleaning solvents, no evidence of current chemical or petroleum storage was identified.

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<sup>4</sup> A REC constitutes the presence or likely presence of any hazardous substances or petroleum products on a property under conditions that indicate an existing release, a past release, or a material threat of a release of any hazardous substances or petroleum products into structures on the property or into the ground, ground water, or surface water of the property.



It was noted that it is possible that some of the materials in the existing site buildings could contain asbestos. It is also possible that painted surfaces in some of the buildings could contain lead.

For more specific information contained in the Phase I Environmental Assessment, contact the MCDA.

**Project Area Report and Documentation of Blight**  
**46<sup>th</sup> Street LRT Station Area Redevelopment Plan**  
May 23, 2003

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**Introduction**

The 46<sup>th</sup> Street LRT Station Area Redevelopment Project (the "Redevelopment Project") is a redevelopment project as defined in the Minnesota Housing and Redevelopment Authorities Act (Minnesota Statutes, Section 469.002, Subdivision 14 and 16). According to Subdivision 14, Paragraph 1, redevelopment projects are established "for the purpose of removing, preventing, or reducing blight, blighting factors, or the causes of blight". The redevelopment project area therefore must be found to be a blighted area, which is defined in Section 469.002, Subd. 11 of the Act as:

"...any area with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light, and sanitary facilities, excessive land coverage, deleterious land use, or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community."

**Location and Environmental Conditions of the Proposed Project Area**

The proposed project area is located in the Hiawatha, and Ericsson neighborhoods in Ward 12 of south Minneapolis. The proposed project area consists of approximately 38 parcels located on a number of blocks within the geographic area roughly bounded by East 42<sup>nd</sup> Street, Nawadaha Boulevard, 35<sup>th</sup> Avenue South, and Snelling Avenue South.

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The site has been comprised of a mixture of commercial, industrial and residential properties including filling stations, a lumberyard and railroad tracks. Two documented petroleum leaksites are located on portions of the property.

Several petroleum underground storage tanks and associated dispensers were previously located on the property within the proposed project area. A previous investigation identified soil and ground water contamination near the northern end of Parkway Plaza. Land formerly occupied by filling stations revealed several petroleum USTs, dispensers and an outside incinerator previously located on the property. With the exception of the gasoline underground storage tanks and the dry cleaning solvents, no evidence of current chemical or petroleum storage was identified.

It was noted that it is possible that some of the materials in the existing site buildings could contain asbestos. It is also possible that painted surfaces in some of the buildings could contain lead.

For more specific information contained in the Phase I Environmental Assessment, contact the MCDA.

### **Existing Land Use<sup>6</sup>**

The character of the station area as viewed from Hiawatha Avenue varies a great deal. The route is lined with one-story light industrial and retail buildings on the east and single-family homes behind a sound wall on the west.

Minnehaha Creek, Minnehaha Park, Hiawatha Avenue, and the rail corridor are the primary interruptions to a traditional urban grid street pattern in the station area. Most of the ½ mile planning area consists of detached single-family homes. Over 90 percent of the housing units in the 46<sup>th</sup> Street Study Area are single-family detached units or duplexes, and three-quarters of the housing are owner-occupied dwellings. Garages in the back and relatively small lots sizes contribute to the urban feel of the neighborhood.

The street system in the area has different layers of form and function. Most residential streets are 32' feet wide with building faces about 106' feet apart, creating a sense of enclosure and protection. The approach from the west along 46<sup>th</sup> Street brings one through the quiet Ericcson neighborhood. The views are of the Minnehaha Creek, its surrounding parkland, and traditional Minneapolis bungalows.

In contrast, Hiawatha Avenue and 46<sup>th</sup> Street carry high volumes of traffic at higher speeds. A combination of a wide right-of-way and industrial building forms result in a typical highway-oriented character on Hiawatha. Forty-Sixth Street east of Hiawatha is designated as a four-lane arterial roadway, connecting Hiawatha with St. Paul via the Ford Bridge.

There is a variety of existing commercial uses and building designs in the station area. Older structures are typically built to the street, some are multi-story, and few provide more than minimal off-street parking. More suburban-style buildings line the Hiawatha right-of-way. Large paved areas, including parking and drive aisles, surround all of these uses. Their sites also include large freestanding signs targeting motorists on Hiawatha.

A large part of the station area includes a distinct industrial district. North of 46<sup>th</sup> Street, and between Hiawatha and the rail corridor, most of the uses are light industrial. These structures are typically one-story with ample parking immediately adjacent. While these businesses are generally successful and have been a part of the neighborhood for some time, the buildings lack architectural quality.

There is very little physical or functional synergy among the land uses in the study area. Much of the land in the station area is underutilized or occupied by land uses that do not require the locational attributes of the station area. The commercial mix indicates that there are few multi-purpose trips occurring in the

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<sup>6</sup> Minneapolis Planning Department Report LRT Station Area Master Plan, dated December 11, 2001

commercial area. The commercial area is not conducive to walking or biking. The commercial and residential development density is suburban in character and not transit-oriented.

Minnehaha Park is an important asset in the station area. Approximately two blocks south of 46<sup>th</sup> Street near the Park, Hiawatha Avenue passes underneath a newly constructed land bridge, which allows Minnehaha Parkway to pass over Hiawatha Avenue, better connecting neighborhoods to the west with the park. The 46<sup>th</sup> Street Station is within easy walking distance to Minnehaha Park and Minnehaha Falls. From this location, bicyclists can access the extensive trail system linking the Mississippi River to the chain of lakes. These recreational amenities are regional destinations which contribute to the study area's attractiveness as a place to live, work and play.

### **Blight Findings**

A blight survey conducted by MCDA staff indicated that the existing residential and commercial spaces are obsolete for their present or continued use and are functionally obsolete. They contain obsolete wall coverings and lack certain life safety factors, elements of the Americans with Disabilities Act, and mechanical and electrical systems essential for continued occupancy. In addition the residential and commercial buildings lack energy conservation standards essential for continued occupancy in order to be in compliance with the Uniform Building Code (see State Energy Code and Bulletin 80-1 Property Code). It was found that buildings on adjoining properties were built too close to the property line violating both the City of Minneapolis Zoning Code and the City's Housing Maintenance Code. Properties included in this survey border an existing Soo Line Railroad, numerous high-tension power lines, distribution lines, and Hiawatha Avenue, which is heavily traveled throughout the day. Physical characteristics, lot size and configuration of the properties preclude the construction of new or like facilities without replatting into buildable parcels. Due to the inaccessibility to several retail businesses along Hiawatha Avenue, the intersection at 46<sup>th</sup> Street and Hiawatha Avenue creates congestion and hazardous conditions to both pedestrian and vehicular traffic.

The existing site conditions of the project area constitute a blighting influence on underutilized property within the project area. Additionally, the following blighting influences were found within the project area: conflicting and deleterious land uses, irregular lot sizes, faulty transportation infrastructure layout and design, and unsafe pedestrian conditions.

The area included in the 46<sup>th</sup> Street LRT Station Area Redevelopment Project therefore qualifies as blighted and suitable for inclusion within a redevelopment project area under Minnesota Statutes, Section 469.002, Subdivision 11 due to these findings.

Findings to this affect will be included in the resolutions considered by the Minneapolis City Council at the time that this plan document is offered for approval.

Documentation supporting these findings is on file in the offices of the MCDA, Suite 600, Crown Roller Mill, 105 Fifth Avenue South, Minneapolis, Minnesota, 55401.

## **Proposed Method of Financing**

### **46<sup>th</sup> Street LRT Station Area Redevelopment Plan** May 23, 2003

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#### **Description of Project**

The Master Plan<sup>7</sup> is part of a series of long-range studies completed for transit-oriented development around Hiawatha LRT station sites. The study focuses on land uses, urban design, public infrastructure, and amenities located within a ½ mile of the station. The purpose of the Master Plan is to guide changes that build upon neighborhood strengths and capitalize on opportunities that may include:

- Future mixes of new businesses, housing, and neighborhood amenities;
- Improvements to the pedestrian environment;
- Enhancement of parks and green space; and
- Improving the accessibility and fit of the station with the neighborhood.

<sup>8</sup>The 46<sup>th</sup> Street LRT station area has the potential to become a mixed-use transit-oriented neighborhood with the capacity to support retail, residential, and office development. Location, accessibility, visibility, and amenities will make it attractive to investors. Power line and rail uses through the area present barriers to development. While housing development can occur near these power lines, it would be preferable for these lines to be consolidated, moved or placed underground.

#### **Financing Overview**

There are a number of potential sources of funds that could be used for various project activities such as land acquisition, blight elimination, provision of affordable housing, pedestrian enhancements, infrastructure improvements, economic development, and public realm enhancements. Among the potential sources of funds are tax increment financing, Hennepin County Affordable Housing Funds, Hennepin County's CIP contribution, TEA-21 grants, Hennepin County Transit Oriented Development Funds, Metropolitan Council Livable Communities Funds, NRP Funds, Employer Assistance Funds, Minnesota Housing Finance Agency (MHFA) Affordability Funds, private investments, and other sources not yet identified.

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<sup>7</sup> Funded through a grant from the Federal Transit Administration, which was managed by Hennepin County Transit & Community Works in cooperation with the City of Minneapolis.

<sup>8</sup> 46<sup>th</sup> & Hiawatha Station Area Master Plan, dated December 11, 2001

**MINNEAPOLIS COMMUNITY DEVELOPMENT AGENCY  
RELOCATION POLICY\***

**46<sup>th</sup> Street LRT Station Area Redevelopment Plan**

May 23, 2003

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\*includes information for both residential and business relocation, where applicable

I. Description of Administrative Organization

A. Relocation Agency - Minneapolis Community Development Agency

The Minneapolis Community Development Agency in and for the City of Minneapolis will administer relocation services for families, individuals and businesses to be displaced from property acquired by the Agency.

B. Ability-to-Pay Standards

1) Tenants

No family shall be required to accept referral to a dwelling unit if the gross rental charge for such unit exceeds 30 percent of their monthly income.

2) Home Buyers

It shall be the policy of the relocation staff to consider the following in the purchase of a home: The cost of the house should be consistent with the current ability to pay standards set forth by local lending institutions.

C. Environmental Standards

Referrals to dwelling accommodations shall be reasonably accessible to the place of employment of the primary wage earner and in an area which is generally not less desirable with regard to public facilities and commercial facilities than those existing in the area from which the family is being displaced. A comparable dwelling unit must be in a location not subjected to unreasonable adverse environmental conditions, natural or man-made.

II. Relocation Policy

It is the Agency's relocation policy that:

- A. Families and individuals to be displaced under this program have full opportunity to occupy standard housing that is within their financial means and adequate to their needs; is reasonably accessible to their places of employment or potential employment, transportation, and other commercial and public facilities; and is available on a non-discriminatory basis.
- B. Business concerns and non-profit organizations to be displaced be provided maximum assistance to aid in their satisfactory re-establishment with a minimum of delay and loss of earnings.
- C. Full relocation benefits will be provided to displaced businesses. Assistance will be provided in the preparation of claims for relocation benefits.
- D. Project or program activities to be planned and carried out in a manner that minimizes hardship to site occupants and that involves the smallest magnitude of displacement consonant with the needs of the project or program and the persons to be displaced.
- E. Relocation be carried out in a manner that will promote maximum choice within the community's total housing supply; lessen racial, ethnic, and economic concentrations; and facilitate desegregation of racially inclusive patterns of occupancy and use of public and private facilities.
- F. Service be provided to assure that the relocation process will not result in different or separate treatment because of race, color, religion, national origin, sex, or source of income.
- G. Persons to be displaced be provided full information relating to program or project activities which may have an impact on the residents of the project or program area.
- H. Arrangements to be made to provide relocation assistance in accordance with the needs of those to be displaced, including social services counseling, guidance, assistance, and referrals, as well as rehousing.

Inspection will be made of all relocation resources to determine that the dwelling units are at a minimum in accordance with the Housing Maintenance Code of the City of Minneapolis.

### III. Assistance in Obtaining Housing

#### A. Listings

The following arrangements will be made with sources of existing private and public housing to the extent required to meet relocation needs.

1) Private Housing

Notification of vacancies will be obtained through utilization of the following sources as needed:

- Advertisements in newspapers;
- Soliciting the cooperation of inspectors who are familiar with standard housing accommodations;
- Windshield surveys of neighborhoods for vacancies; and
- Soliciting cooperation of landlords at the time inspections are made to notify the Agency of future vacancies.

2) Apparently eligible applicants for public housing will be assisted in making application for low-rent public housing.

Families and individuals displaced will be accorded a priority in public housing.

3) Housing units which are scheduled for clearance under other governmental activity shall not be considered for referral.

4) Displacees will be encouraged to seek assistance with regard to inspection from the relocation counselor before moving. If the site occupant makes a self-move to substandard housing, the relocation counselor shall offer further assistance and encouragement to secure standard accommodations.

5) The Agency shall provide counseling and assistance to prospective homeowners.

B. Relocation Office

The Relocation Office, located in Suite 600, Crown Roller Mill, 105 - 5th Avenue South, Minneapolis, Minnesota, 55401-2538, will be staffed by supervisory and technical personnel. Office hours are from 8:00 a.m. to 4:30 p.m. Monday through Friday, but additional hours will be scheduled to accommodate persons unable to visit the relocation office during normal business hours.

C. Informational Program



Copies of the Informational Statement for families and individuals and an informational brochure for businesses are available for examination from Agency staff. The appropriate information is provided to relocatees.

#### IV. Eviction Policy

No person lawfully occupying property will be required to move without at least 90 days' written notice. Eviction is a rare occurrence, and results from one or more of the following situations:

- A. The failure to pay rent, except in those cases where the failure to pay is based upon the Agency's failure to keep the premises in habitable condition.
- B. Harboring a nuisance or use of the premises for illegal purposes.
- C. A material breach of the rental agreement.
- D. Refusal to accept one of a reasonable number of offers of accommodations meeting approved relocation standards.
- E. The eviction is required by state or local law and cannot be prevented by the Agency.

#### V. Affirmative Action and Equal Opportunity

In carrying out relocation activities, the Agency shall take affirmative actions to provide displaced families and individuals with maximum opportunities of selecting replacement housing within the community's total housing supply.

#### VI. Grievance Procedure

Persons and businesses aggrieved by the relocation process may initiate a grievance procedure as provided in Public Law 100-17 for the following reasons:

- A disagreement regarding the determination of eligibility for a relocation payment or the amount of the payment; or
- A disagreement regarding the adequacy of replacement housing referred by Agency staff to displaced persons or businesses.

A brief description of the grievance procedure follows:

- The aggrieved person may request a grievance review by the Agency's Executive Director or his designated representative (other than the staff person who was working with the aggrieved).

- An oral presentation by the aggrieved may be made in the company of an advisor or attorney to the Agency representative.
- The Agency representative will prepare a written finding.
- If the finding of the hearing officer is not satisfactory, judicial review may be sought.

All displaced persons and businesses receive information regarding this grievance procedure.

## VII. Project Relocation Plan

No properties within the project area are designated as property that may be acquired by the Agency at this time. It is not known how many displacees will result from the execution of this plan at such time that properties are acquired by the Agency, however, all will receive relocation services and benefits for which they qualify, as discussed within the above sections of this relocation plan.

- A. Residential Relocation - see paragraph under Section VII
- B. Business Relocation - see paragraph under Section VII